97-84054-6

Kansas Efficiency and Economy Committee

Partial report of the Efficiency and Economy...

Topeka

1916

97-84054-6
MASTER NEGATIVE #

COLUMBIA UNIVERSITY LIBRARIES
PRESERVATION DIVISION

BIBLIOGRAPHIC MICROFORM TARGET

ORIGINAL MATERIAL AS FILMED - EXISTING BIBLIOGRAPHIC RECORD

308
Z
Box 138

Kansas. *Efficiency and economy committee.*

Partial report of the Efficiency and economy committee of Kansas. Topeka, Kansas state printing plant, 1916.

12 p. 23cm.

W. P. Lambertson, chairman.

1. Kansas—Executive departments. 2. Civil service—Kansas. I. Lambertson, W. P. II. Title.

17-22246

Library of Congress JK6855.A5 1916

RESTRICTIONS ON USE: *Reproductions may not be made without permission from Columbia University Libraries.*

TECHNICAL MICROFORM DATA

FILM SIZE: 35 mm REDUCTION RATIO: 9:1 IMAGE PLACEMENT: IA (IIA) IB IIB

DATE FILMED: 3-26-97 INITIALS: PB

TRACKING # : 22780

FILMED BY PRESERVATION RESOURCES, BETHLEHEM, PA.

Property of
Legislative Drafting Department
Columbia University

PARTIAL REPORT

of the

EFFICIENCY *and* ECONOMY COMMITTEE

of

KANSAS

Box
308
Z
Em 138

PARTIAL REPORT

of the

EFFICIENCY *and* ECONOMY COMMITTEE

of

KANSAS

KANSAS STATE PRINTING PLANT.
W. R. SMITH, State Printer.
TOPEKA. 1916.
6-5248

SENATE JOINT RESOLUTION No. 5.

RESOLUTION authorizing and directing the election of committee to make a searching investigation into the business methods of all public business in this state, and authorizing such committee to make such criticisms and recommendations as in its opinion are necessary.

Be it resolved by the Senate of the State of Kansas, the House of Representatives concurring therein:

SECTION 1. That a committee of three be created, one of whom shall be elected by the Senate, one by the House of Representatives, and a third selected by the Governor, to investigate in the most searching way the business management of every institution and department in Kansas, including the office of every state officer and their contingent funds, all penal, charitable, and educational institutions, all the various departments of the state, and also the number and duties of all employees in the House of Representatives, and in the Senate, with authority to recommend the discharge of every man on the pay roll of the state who is not a legitimate employee, and who does not render necessary and efficient service to the state.

SEC. 2. That said committee shall proceed forthwith to make most careful and business-like investigation of the management of institutions, giving especial attention to the number and duties of employees in the economy and purchase of supplies, the efficiency and economy of operation, mechanical and otherwise, and making a faithful report to the Legislature and the Governor, offering such criticisms as are deserved and recommendations for improvements of any kind that will facilitate the business of the state or result in more economical administration or management of public affairs.

SEC. 3. That such committee shall have full power to hear testimony, either during the session of the Legislature or after its adjournment *sine die*, to compel the attendance of witnesses and enforce the production of books, papers, documents and records, and to punish for contempt for failure to obey its mandates and orders, and shall have such other authority as is usually confered upon such committees. The members of such committee shall receive their actual and necessary traveling expenses, while actually employed on such committee. Said committee shall meet and proceed only at the call of the Governor; provided, that all expenses shall not exceed the aggregate sum of five hundred dollars.

SEC. 4. This resolution shall take effect and be in force from and after its publication in the official state paper.

Approved March 20, 1915.

10/3/23

To the Honorable Arthur Capper, Governor of Kansas, and to the Honorable the Legislature:

GENTLEMEN—This committee commenced its labors with the full consciousness of the stupendous task which was set forth in the resolution. We want to say in the beginning that we have in no sense exhausted this opportunity.

The object of this committee's work has been to point out the prevention of waste, the elimination of duplication and the concentration of responsibility. We realize that to advocate a system of economy at the expense of efficiency would result in the accomplishment of neither.

We are offering in this partial report our more important recommendations. Before the convening of the Legislature a supplementary report will be sent you covering our review of the institutions, departments, commissions, boards, bureaus, and making some further recommendations.

We are not bringing to you any voluminous and exhaustive scheme for the reorganization of state government. This report points primarily to important changes which we present for your consideration as being feasible and practical for the present.

A well-regulated business, in the interest of efficiency, submits to an overhauling at reasonable intervals. Such a plan is important in the conduct of the affairs of a state, which every biennium establishes new departments. The committee recommends plans for the concentration of administration into fewer hands, the consolidation of certain departments, the elimination of others and the creation of new ones, looking toward a sound, business-like basis.

We submit these conclusions as worthy of legislative enactment.

Respectfully submitted.

THE EFFICIENCY AND ECONOMY COMMITEE.
W. P. LAMBERTSON, *Chairman.*
E. L. BURTON, *Secretary.*

TOPEKA, December 16, 1916.

RECOMMENDATIONS.

1. The Legislature.

As a direct saving to the state, and as an example to its institutions and its people, the Legislature should set the pace in the expenditure of money. We recommend that all salaried officers and employees of the Senate shall be 59 and of the House 67. The last Senate of Kansas had 116 salaried officers and employees, the last House 107. For matter of comparison, Nebraska's last Senate had 57 salaried officers and employees, their House had 38. The supplement will contain a recommended list of all officers and employees, with salaries.

The rule which has been common in former houses, prohibiting the appointment to the Ways and Means Committee of members from districts containing an institution, we recommend to both branches of the coming Legislature.

2. A Budget.

A budget is nothing more than a plan of finance. We recommend the following plan: That our expenditures be divided into three classes for each department:* (1) Operating expenditures, those for the ordinary running expenses; (2) capital expenditures, those for the purchase of permanent property, including lands, buildings, machinery and equipment; and (3) maintenance expenditures, those incurred in keeping the permanent property suitable for use and occupancy.

We recommend that the Governor request the proper authorities to take the much-improved detailed disbursements of the last biennium as are printed in the Auditor's report and apply them as far as possible to this standard and in detail, following as far as practical the outlines in the Wisconsin budget; and we recommend that the Governor request all departments to readjust all their estimates to this Legislature for the coming biennium on this same basis for each year separately; then the members of the Legislature will have the history of the disbursements of the last two years to compare with the recommended amounts for the coming biennium in detail. We would have these printed together. The Governor then may or may not add his recommendations. This is our plan of a budget. It will give more comprehension of these details; it will rest a more direct responsibility in the expenditure of money, and is taking no power from the Legislature such as is done in many budgets.

The above is designed primarily for this session's use, but it will be a start toward a permanent and scientific system for the future. The

* The term "department" as used in this report refers to and includes any state institution, commission, board, department and bureau receiving legislative appropriation. The term "head of department" refers to the chief executive officer by whatever name he may be designated.

State Accountant should be given the scope and assistance to survey all the departments before the meeting of the 1919 Legislature, and to compile their estimates in detail and with more accuracy than will probably be done at this time.

3. Tax Commissioner.

We recommend one Tax Commissioner instead of a Tax Commission of three.

4. The Commissioner of Educational Institutions.

We recommend in place of the Board of Administration a Commissioner of Educational Institutions to be appointed by the Governor. We recommend that this man be chosen primarily for his business ability, but also possessing some educational acumen. It is especially important to the success of the University of Kansas that the chancellor should run his school in the professional sense. If he is not able to do this successfully then some one else should be chosen. This is equally true of all the other educational institutions. When this policy is emphasized three high-salaried individuals are superfluous to the extent of two in looking after the business interests and the correlation of the state schools. We would recommend in this connection that the Alumni Assosiation of each of the five larger educational institutions each choose three persons—not necessarily from their number—who shall act as advisory boards to the heads of the institutions and to the commissioner, and who shall serve without any expense to the state.

5. Commissioner of Penal and Charitable Institutions.

The committee recommends the consolidation of the business functions of the Penal Board and the Board of Control. One man as commissioner, with business ability, chosen by the Governor and to serve indefinitely, will be for efficiency and economy. We, would lodge with the executive clerk the parole and pardon duties, relieving him of all other work in connection with the Governor's office.

6. The Commission of Administration.

We recommend one central Board of Administration, this board to be made up of the Governor, Commissioner of Educational Institutions, Commissioner of Penal and Charitable Institutions, State Accountant, and Tax Commissioner. It is our desire that this commission shall act together only in the final checking over of important matters dealing with the institutions. This commission shall be required to meet once a month, or oftener if deemed advisable by the Governor.

One able business man with a competent office force will administer the ordinary duties of a board with more efficiency and with less expense.

This plan gives each institution more professional scope, and its dealings are simplified by being conducted with one individual. The correlation in this commission is wholesome and well balanced—one in touch with the machinery of revenue raising, one expert in business forms and

familiar with all state transactions, two others managing two groups of institutions, and the Governor directly responsible to the people. The people of the state can hold their chief representative responsible for the conduct of the state institutions, and they at the same time will feel a greater responsibility in the choosing of a man for Governor who is big enough for the job. Besides all of this, there is the efficiency of operation, which is simplified, and the saving of several high-salaried officers and their traveling expenses.

In this connection let us recall that a detailed budget such as has been outlined will put into the hands of the Legislature all important extensions for the departments.

7. One Emergency Fund.

After the budget has been agreed upon by the Legislature there should be created one general emergency fund available to all departments. This should be ample, and should be placed in control of the Commission. of Administration, who should render an itemized account to the following Legislature of the money expended. This is placing on our Governor more responsibility for the expenditure of money for unexpected purposes. This should incoporate the large part of all contingent funds.

8. A Uniform System of Accounting.

We recommend an act providing for a uniform system of accounting and reporting to the State Treasurer of all fees or moneys collected by the officers or collecting agencies of any state department, and prescribing the use of standard forms and blanks to carry out the provisions thereof.

9. Monthly Expense Report.

We recommend that an itemized monthly report be made to the State Accountant, acting for the Commission of Administration, from each department, showing accurately and in detail all expenditures and outstanding obligations. It is not possible to have this information under our present system. This should be made on such forms as the State Accountant may prescribe.

10. Central Store and Purchasing Agent.

One necessity in both economy and efficiency is to reduce the state's business to the same system as a well-managed business owned by an individual. To do this the buying should be done at such times and under such conditions as will enable the state to take advantage of the markets. This, as a matter of course, requires a state purchasing agent who has the experience and ability to buy in such quantities and at such times as will give the best results.

That is, when sisal is low to buy a larger quantity; when we have big crops to lay in a supply of food; to buy of the same concerns as jobbers; to pay cash and take discounts. In short, to manage the purchasing for the state the same as a wise business man would manage the purchasing of his supplies.

11. Moneys Collected.

An act should be passed providing that all fees collected by any department shall be deposited daily and forthwith remitted to the State Treasurer. Fees in our state to-day are not all promptly accounted for. In one of our hospitals in recent months upwards of $50,000 has been spent in two permanent buildings which were not authorized by a Legislature. This money in many cases is regarded as "pin money." It is not comprehended in the actual needs of our institutions when the estimates are made to the Legislature, but these large fees are usually spent when permitted. This committee does not mean to convey the idea that this money is all squandered, but the principle is a flagrant violation of business rules. This will necessitate increased appropriations, but has no tendency to increase the tax levy, for this money from fees will go to swell the general treasury.

12. Civil Service.

This committee is inclined to doubt the success of the civil-service law. Understand, we are thoroughly in accord with the purpose. Some of our observations are as follows: (1) On the whole, it is protecting a class of people which need no encouragement to apply for positions. (2) These individuals, not being chosen by the heads of departments and not serving at their pleasure, are uncongenial and annoying, in many instances undermining the real efficiency of administration. (3) Trials to oust them are odious and expensive. (4) A lot of the unskilled help in our institutions two years ago, when the civil-service law went into effect, was well advanced in age. It must logically follow that we must at once institute a pension system for the end of the usefulness of many to the state is rapidly approaching. Many forward-looking states, standing high in the control of their penal and charitable institutions especially, have no demand for a civil-service law. In other states where there are such laws we find very common criticism of the lack of flexibility. The modern and ideal civil-service commissions, as advocated by their ardent enthusiasts in the United States to-day, are modern oligarchies.

When our Governor, commissioners and boards observe in practice the spirit of civil service, it will trickle through to the heads of our departments.

13. Department of Agriculture.

We recommend the consolidation of all departments which pertain to agriculture into a Department of Agriculture in charge of a commissioner. Kansas is primarily an agricultural state, and this department should be the most prominent. It would include the State Board of Agriculture, the Departments of Horticulture, Live Stock, Grain Inspection, Entomology, Dairy, Forestry, Stallion Registration, Feeding-stuffs, Highway Engineer, Irrigation, Veterinary, Fish and Game, Geology, and all other departments existing or contemplated which would rightly come under this head. The benefits of such a consolidation would be many fold. In the first place we would eliminate the salaries of a good many heads and

secretaries. There would be a closely correlated administration. The farmers of Kansas would have their questions answered and their needs met from one office. The College especially would be relieved of those administrative features which are now embarrassing it. From this consolidation would come a better publicity of the resources of the state. There would be no conflict, but a splendid coöperation worked out between the College and this department. In fact, this would only be imitating our national government.

14. District Judges.

We recommend that suitable action be taken so that the Chief Justice of the Supreme Court may delegate any District Judge of the state of Kansas to any other district to try cases. This will relieve the congested districts and save expensive changes of venue.

15. State Architect.

After visiting all the state's buildings, walking over all their floors, and having had pointed out to us the faulty construction, wasted floor space or the unsuitable design in probably three-fourths of them, we wonder if we are not expecting too much of our State Architect. We present this as a major proposition and because we earnestly believe the state has wasted a few million dollars in the last twenty years by not employing special architects for distinct kinds of buildings. It is not reasonable to suppose that one man, busy with the details of repair, should design a $1,000,000 medical school, a modern gymnasium and an up-to-date classroom building. A State Architect is valuable to the state in looking after the repair features, inspecting the construction of our buildings and coöperating with special designers. If we have been guilty of any false economy it has been in this department. However, we have also been unfair to our Architect by not giving him more assistance in expediting all this work. We happen to recall that the contract for the Hays Gymnasium was not let until last March, one year after the appropriation had been made for the building. In the meantime the price of steel had gone up until it cost upward of $15,000 more than if this contract had been let in the summer of 1915, as it was reasonable to expect that it should be. This is also important in view of the fact that the 1915 Legislature provided for the construction of only three important buildings.

16. Utility Commission.

One Utility Commissioner instead of three should be sufficient to receive the information of the board's experts.

17. Colored Schools.

There is no necessity for the state maintaining any colored schools. The Western University at Quindaro and the Topeka Institute at Topeka are serving no singular function. They are only secondary schools with a very loose connection with the state, and offering no important work to the colored children which is not being furnished by high schools. Our

state institutions have not developed any prejudice against the colored people. Furthermore, these schools are denominational schools which were in operation before the state began to contribute to them, and a large per cent of their pupils are from Missouri and Oklahoma. We fail to find where any other state in the Union is maintaining such schools.

18. The Normal Schools.

It is our opinion that this Legislature should pass an act restricting the Normal Schools to two years of advanced work. It is universally understood that normal schools are primarily intended for the training of teachers for the elementary schools. To-day we have developing in Kansas three teachers' colleges. We have grown to such quietly and slowly, through the ambition of normal-school instructors and by the generous legislatures of Kansas furnishing the money. We should ask the question, Has the need for the training of elementary teachers in Kansas been exhausted? Has Emporia even, after fifty years, exhausted the field for training elementary teachers? Our normals have joined in that prouder ambition of the many colleges of the state to furnish high-school teachers, because it sounds more dignified. This problem of limiting the function of the normal schools was settled in South Dakota by the referendum. In the splendid educational states of Minnesota and Wisconsin the normal schools have been limited by statute. A recent published survey of the educational institutions of Iowa, conducted by the Department of Education at Washington, recommends "the discontinuance of the last two years in liberal arts at the Iowa State Teachers' College, with the suggestion of a three-year nondegree course for rural and grade teachers."

We would have you ask yourselves the question, Shall Kansas continue, in spite of its slowly increasing population, to maintain and build up three teachers' colleges, or in reality five colleges of liberal arts?

19. The Medical School.

We recommend the discontinuance of the last two years of medicine. We would continue giving the first year and a half at the University as it is given now, and we would recommend that the last half of the second year be continued at Rosedale, and instead of the last two years of medicine that the Rosedale institution emphasize orthopedic work.

The superior effort which is necessary to make this school a success is not worth while. We are in favor of the University giving the first two years in a thoroughly efficient manner, and to quit at that. The site of Rosedale is against us. Separation from the University, history has shown in other places to have been an impediment, and the keen high standard of excellence which we must meet in the great endowed institutions of St. Louis, Chicago and Cincinnati makes the proposition discouraging, besides the enormous expense of the upper years of a medical school. The University of Missouri gives only two years, and the large University of Wisconsin gives only two years and has no intention of

giving any more for the present. If it is unwise for Wisconsin it should be unwise for Kansas to continue in this line. We do not believe that any Legislature will ever appropriate sufficient money to overcome this school's natural disadvantages and give it a hopeful outlook. No lagging school should be maintained. The argument that we need to produce finished doctors for the advancement of our health and hygiene in this state we meet by asking where do we get our dentists and other professional individuals whom we do not train, of whom there is little scarcity? Would it not be more to the University's glory and the good of the state to encourage these men and women to take their last year's instruction in the big endowed institutions. The care of our poor crippled children should appeal to our soundest judgment and our most humanitarian feelings. We know of nothing in which Kansas is more behind her sister states than in caring for the crippled children from poor homes. After visiting the orthopedic hospitals of four states we are chagrined at our neglect. To encourage a few medical students to seek higher instruction for their last two years, and to care for a few hundred crippled children at Rosedale for surgical work every year, should appeal to the people of our state.

20. Further Abolition.

1. We recommend the discontinuance of the School of Mines at Weir City.
2. The Experiment Stations at Dodge City and Tribune.
3. The School of Agriculture (academy) and the School of Journalism at the Agricultural College.

21. Classroom Need.

We venture the assertion that the University and Agricultural College do not need at this time added classroom space. What they need is a better distribution of the work. For instance, an analysis of Denison Hall, the most overcrowded classroom building at the College, on the basis of an eight-hour day and a six-day schedule, is now being used to a 36 per cent capacity. The big new Agriculture Hall, on the same basis, is now grading 19 per cent capacity. This does not take into account a few rooms in each building which with little rearrangement and the removal of supplies might be added to the classroom space. At the University the two middle floors of the Administration Building, which has the best classrooms on the hill, on the same basis are being used 46 per cent of the time. This comprehends the use of only twelve rooms. It has other rooms which should now be used for recitations. Fraser Hall has 380 classes reciting in the four periods of the morning during a week. During the four periods of the afternoons there are only 141 recitations, showing that it is used only a little more than one-third as much in the afternoon as in the morning. These are the two crowded buildings at the University. The desire of the teachers and students to crowd the morning class periods and the middle days of the week is responsible for the congestion, giving rise to the plea for added classrooms.

At present the University is organized on a five-day basis. The Agricultural College is working on a six-day plan.

A new library building, containing an auditorium and offices for administration, would meet the University's greatest building need. This would give Spooner Hall to music and fine arts and would add about fifteen classrooms. The cost of such a structure would be less than one-half what would be required to build the proposed main administration building.

At the College the discontinuance of the School of Agriculture would give more room for physics. The electrical engineering should be taken to the Chemistry Annex or to Lawrence, and all the chemistry put in Denison Hall. We will discuss these things further in our later report.

□

22780

END OF
TITLE